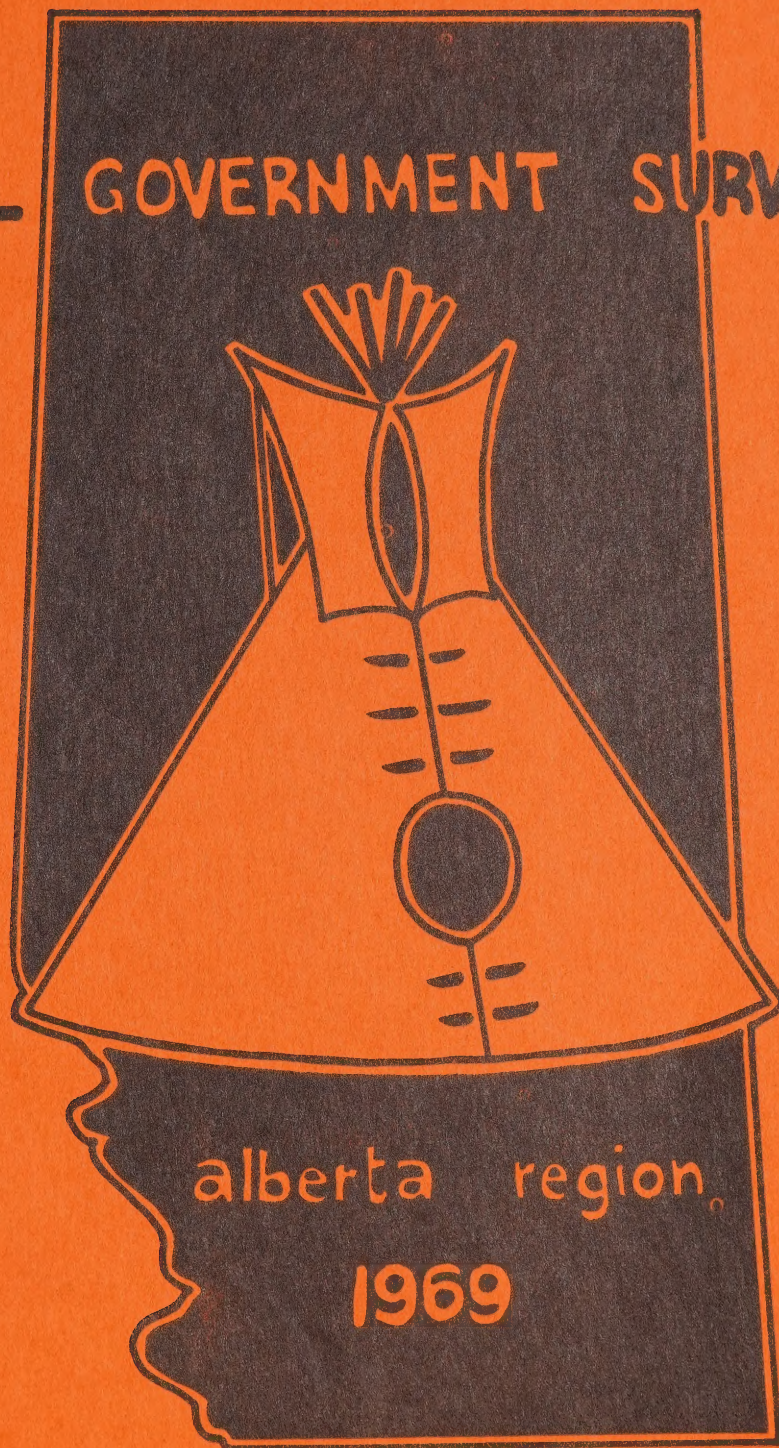




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Government  
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# LOCAL GOVERNMENT SURVEY



alberta region  
1969

DEPARTMENT OF INDIAN AFFAIRS AND NORTHERN DEVELOPMENT





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**J. STEFAN DUPRE**



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A  
SUMMARY  
OF

LOCAL GOVERNMENT SURVEY

ALBERTA REGION

DEPARTMENT OF INDIAN AFFAIRS & NORTHERN DEVELOPMENT

1969





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Our deepest appreciation goes out to the following Indian people who did the field work.

The extensive field reports that were submitted by the following Indian people as a result of their interviews with Indian people were used to form the content of this Summary. The work the interviewers did in reviewing the Summary also confirmed the field findings. Without the hard work and dedication of the Field Interviewers, the Indian people's views and recommendations expressed in this Summary would not have been possible.

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Alberta

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DUFFIELD,  
Alberta

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# INDIAN COMMUNITY DEVELOPMENT - ALBERTA DIVISION

## DEPARTMENT OF INDIAN AFFAIRS & NORTHERN DEVELOPMENT

### PREFACE

It is the desire of the Department of Indian Affairs & Northern Development, to provide every opportunity for Indian bands to assume responsibility for the management of their own affairs. This approach was given emphasis in the "Statement of the Government of Canada on Indian Policy, 1961", wherein the following statement is made:

"The goals of the Indian people must be set by them; they must arise from the Indian community itself - not Government nor create a framework within which all persons must work their own goals."

The development of local Government has given support to Dr. Beaulieu in his report, "A Survey of the Documentary Evidence of Canada," Part II. Dr. Beaulieu makes recommendations and conclusions concerning Local Government and concludes that recommendations in Part II be made.

"Community development should be given as the chief agent of Indian Local Government."

In a letter to the Deputy Minister dated January 1st, 1964, Mr. T.E. Walker, the Assistant Deputy Minister, Social Affairs of our Department, gave the following definition of community development as the Indian-Indian Program is concerned. He said Community development means:

"The system which enables the Indian people to help themselves to help their own people in the most effective manner."





LOCAL GOVERNMENT SURVEY - ALBERTA REGIONDEPARTMENT OF INDIAN AFFAIRS & NORTHERN DEVELOPMENTFOREWORD

It is the desire of the Department of Indian Affairs & Northern Development, to provide every opportunity for Indian Bands to assume responsibility for the management of their own affairs. This approach was given emphasis, in the "Statement of the Government of Canada on Indian Policy, 1969", wherein the following statement is made:

*"The goals of the Indian people cannot be set by others; they must spring from the Indian Community itself - but Government can create a framework within which all persons can seek their own goals."*

The development of Local Government is also given support by Dr. Hawthorn in his report, "A survey of the Contemporary Indians of Canada," Part II. Dr. Hawthorn makes twenty-five recommendations concerning Local Government and commences with Recommendation No. 67 in Part II by saying,

*"Continuing encouragement should be given to the development of Indian Local Government."*

In a letter to the Deputy Minister dated January 2nd, 1969, Mr. R.F. Battle, the Assistant Deputy Minister, Social Affairs of our Department, set out the following definition of Community Government insofar as the Indian-Eskimo Program is concerned. He said Community Government means:

*"The systems which Indians and Eskimos develop with our help to look after their local needs in the most efficient and economical manner."*





The Regional Director for Alberta has emphasized the need to involve Indian people in the development of programs affecting their Communities. We do not believe that there is another program within the Branch which has a broader effect on the Indian Community than the development of Local Government. It encompasses all local services, and has a direct effect on the social, political and economic development of a Community.

The development of Local Government in Alberta is new. Prior to 1962 there was very little involvement of Band Councils in the operation of their Communities. In 1962 two Bands in Alberta became involved in local administration through the use of Section 68 of the Indian Act. Section 68 of the Indian Act gives the Minister of Indian Affairs and Northern Development the authority to grant to a band the authority to control, manage and expend the monies in their Band Revenue Account held in Trust for the Band by the Federal Government. This in effect gives the Band Council authority and responsibility for the expenditure of their annual budget. This developed over the years to the point where in 1968, twenty-seven Bands of the forty-one Bands in the Province of Alberta are involved in the use of Section 68.

With the increasing use of Section 68, and the expressed desire of Indian people to *"want to run their own Communities"* the Department searched for ways to give Indian people more say in the running of their Communities. One of the results of this search was the *"Grants to Band Councils Program"*. The objective of this program is:

*"To encourage the transfer to Bands of the authority, the responsibility and financial resources which will enable them to do for themselves many of the things which the Branch is now doing for them."*





The Grants to Band Councils Program was introduced on October 20th, 1965, and as a result, Bands in Alberta have become more involved than ever in the operations of their Communities.

During the 1968-69 fiscal year, seven Bands in Alberta operated programs under the "Grants to Band Councils Program" which were formerly operated by Indian Affairs. In the current fiscal year, 1969-70 sixteen Bands in Alberta are involved in operating programs under the "Grants to Band Councils Program."

With this rapid development, it was necessary to obtain the views of Indian people on the development of the Local Government Program in Alberta. The Local Government Program in Alberta is in the beginning stages and this is the time for Indian people to have an input into the Program to determine the direction in which it should proceed. We wanted to obtain the "grass-root" views of the Indian people on Local Government and, therefore, the following method of obtaining their views was used.





## THE SURVEY

## METHOD





## THE METHOD

### GENERAL

It was apparent at the outset that the basic problem in conducting the Survey would be one of communication. The most effective way in which this problem could be handled was to have people do the field work who could speak the native tongue as well as interpret the meaning of the Survey to the Indian people. Seventeen Indian people from the various areas of the Province were selected, (See Appendix III). The selection was done in consultation with the Band Councils, from the various Reserves on which the individual Indian persons would be working. The job of the Indian people hired, under Service Contracts, would be to travel about the Reserves interviewing as many of the adult persons (all those over the age of sixteen), as possible, within each Community, within the given number of days that had been allotted for the work. Only a limited number of days could be spent in each Community by the field workers because of the funds available for this particular Survey. It was felt, however, that within the limited funds available, we could do a reasonably good job of obtaining Indian people's views, and this was subsequently borne out by the results of the Survey. (See Survey Statistics Appendix IV and V).

### OBJECTIVES OF THE SURVEY

- A. *To consult with Indian people about Local Government and its development.*
- B. *To determine what knowledge and/or concerns exist among Indian people about Local Government.*



*C. To obtain a recommendation from Band Councils and Indian people concerning the Grants to Band Councils Program.*

#### STAGE ONE

The first step was to develop an Interview Guide for the field workers which would assist them in obtaining responses from Indian people which would indicate the Indian people's views on Local Government. This was accomplished by having Mr. L. Richards, Associate Professor, School of Social Welfare, University of Calgary make up a list of suggested questions which were thirty-five in number, and then selecting from these questions seventeen questions divided into the following categories - (See Appendix VI)

1. *"General Knowledge of Local Government"*
2. *"The Band Council"*
3. *"The Band Administration"*
4. *General Information*

#### STAGE TWO

The second stage was the selection and orientation of the field workers. The selection was done by having the Departmental Staff at the field level get suggested names from the Band Councils on whose reserves the person would work and then from those named select the person most acceptable to the Councils involved. The orientation was accomplished by having those selected meet in Edmonton on May 21st and 22nd, 1969, and participate in a two-day orientation session. The orientation session also included familiarization with the two forms which would be used in order to standardize the presentation of the responses and recommendations. These two forms are shown as Appendix VII and VIII.





During the final afternoon of the orientation session, those persons who had been selected, were then asked if they were prepared to proceed with the carrying out of field work. All persons selected attended, and all in attendance agreed to carry out the field work.

### STAGE THREE

During stage three, the actual field work took place and the field workers had Departmental Staff Member at the District or Agency Office to whom they could turn for assistance, as well as the Local Government Advisor visiting the field workers as often as possible, to see what progress was being made and to cope with problems as they arose. The field workers were encouraged to forward the results of each Band as they were completed. The District Co-ordinators who were appointed by the District Supervisor or Superintendent, gathered the material from the field workers, and forwarded the field workers' material to Regional Office. When these arrived at the Regional Office, copies were made so that an analysis of the material could be carried out. A copy of the responses from each Band was returned to the Band Council for their information.

### STAGE FOUR

#### Analysis of the Results:

It is recognized that in order to obtain maximum benefit from the material gathered, more than one analysis should be done. Therefore, arrangements were made that independent analysis would be done by the following people:

Mr. L. Richards, Associate Professor,  
School of Social Welfare  
University of Calgary  
CALGARY, Alberta

Mr. E.G. Russell  
Community Development Worker  
Blood/Peigan District  
LETHBRIDGE, Alberta





Mr. V.G. Boulton  
Local Government Advisor  
Regional Office  
EDMONTON, Alberta

After all the material was in and an independent analysis done, the three persons above would meet to compare their analysis and arrive at a consensus on the material and information the study had given them. This meeting was held November 4, 1969 in Calgary. To further verify the results, all the Field Workers that were available, (eleven) were again assembled in Edmonton for two days, November 26 and 27, 1969, to give their opinions on the analysis. The Field Workers confirmed the findings and recommendations in this Summary.

#### STAGE FIVE

The recommendations as a result of the consultation with Indian people, gives an indication of the direction Indian people wish to go. The recommendations and ideas will be a guide for further action in the direction of the political, social and economic development of Indian Reserve communities as Indian people perceive them. Flexibility and further change will be essential as further consultation with Indian people and Band Councils assist us in carrying out Indian people's ideas and recommendations.



## RECOMMENDATIONS





### RECOMMENDATIONS

*Several implications arising from the Survey have been embodied in the following recommendations for consideration by the Department, the Band Councils, and the communities.*

The recommendations are made on the following assumption:

That it is the policy of the Alberta Region of the Department of Indian Affairs and Northern Development:

1. *To provide every opportunity for Indian Bands in the Province of Alberta to assume responsibility for the management of their own affairs.*
2. *To be concerned about the execution of functions, which the Federal Government Authorities consider essential for Indian people, in order to maintain for all a minimum standard of service.*
3. *That the provision of services and facilities, demanded by the citizens in the local Indian Community, should be accomplished through their Community Government rather than Indian Affairs.*
4. *To be concerned about the strengthening of the financial position of the Community Governments, in order that they may carry out the purposes of two and three.*
5. *'Maintain the degree of effectiveness and self-reliance in the Community Government body which is essential to the preservation of a democracy.*

#### Recommendations for the Department:

A. Concern over treaty rights should be dealt with - because this topic is relevant to the development of Local Government on the Reserves.



B. The Local Government and the Community Development Programs should proceed concurrently. They are the two sides of the same coin.

C. That the Local Government Advisory Services available to Indian people be increased. - so that meaningful services can be made available to the local Indian Band Councils.

D. The Local Government Program should be flexible enough to allow each Reserve to develop at its own pace.

E. Improvement of communications should receive top priority. Communication is a key issue in the Local Government Program. It is also a fundamental factor in the network of relationships between the Indian people and other groups and organizations.

F. A relevant Adult Education Program on the Reserve is an urgent requirement. Based on wishes expressed by Residence of the Reserve.

G. A vigorous training program is required for Departmental Staff - At the field level to assist them in changing over to their role of advisory and teaching as opposed to controlling and doing.

H. A pamphlet or a brochure should be prepared for mass distribution showing the basic fundamentals of Local Government and its advantages and disadvantages to people in the local community. These brochures or pamphlets should be colorful but should list facts only and should not be so constructed as to give the impression of selling Local Government.

#### Recommendations for the Whole Community:

I. It is recommended that the training program in Local Governments be expanded - there is a need for training and education in all aspects of Local Government and this is recognized by a significant number of those who live on the Reserves.





J. It is recommended that consideration be given to either amalgamation of small bands - for local government purposes only - on terms suitable to all, or the establishment of a District Council

The amalgamated administration would have Councillors selected by the constituent Bands and would have jurisdiction over the number of Bands represented. The alternative to this would appear to be direct administration by Indian Affairs Branch or its successors if the Branch responsibilities are transferred.

K. It is recommended that consideration be given to the review of the school system and the total education policy for Indians. This is a matter closely connected with the development of Local Government and to the total development of Communities.

L. That a greater use be made of school facilities - There would be advantages to thinking in terms of "Community Schools" which would serve a purpose wider than that of primary and high school education.

M. That ways should be examined to involve the younger people on the Reserves in the operations of their communities. A suggestion would be one of the development of autonomous youth organization in each community.

#### For Band Councils

The following recommendations will be stated in general terms and while a particular recommendation may apply to a particular Council, it may not necessarily apply to the next Council. However, it is suggested that all Councils could benefit from looking at the recommendations and comparing them with the survey of their own reserve. The council could then utilize those which they feel are applicable to their particular Band.



N. Band Council should look for ways to improve their Communication with the people in the Community (Lack of communication between the Council and the people of the Community was the biggest problem people saw on the Reserve)

O. Band Councillors should not hold positions as Band Employees  
At the same time they are holding positions as Band Councillors. Band Council would be wise to make a rule that you cannot be a member of Council and a Band employee.

P. Council would do well to review the elective system with the people and if they desire a change, take steps to have the changes put into effect. The majority of people interviewed, favoured the present elective system they have, however, some Band Members felt there should be a change.

Q. Band Council should develop policies on all matters concerning their Community These policies should be written and should be made known to the people. (There are strong feelings that Council are being unjust and inefficient)

R. Councils should ensure that when nominations and elections are to be held, they are held prior to the expiration of the current term of Council so that new Councillors get an opportunity to meet with the old Councillors at least once before the change-over takes place.

S. Councils should encourage Band Members to attend Band Council Meetings. Council should also plan and hold Band Meetings at regular intervals throughout the year.

A suggestion was made that where a Reserve is large and a Council is large, each Councillor takes a section of the Reserve and holds meetings for that section to explain to the people what is happening.





T. Council should consider the setting-up of Committees within Council. Council should also consider involving people from the community in these Committees.

U. Council should investigate the setting-up of a public Transportation system where difficulty is being experienced by members of the Community in getting to stores and essential services because of distance.

V. It is recommended that Band Councils investigate ways in which large numbers of people could learn more about Local Government on their Reserves. A large number of people expressed a desire to learn more about their Local Government or about Local Government generally.

W. Council should hire the best available Band employees. The Council should then give them the required training utilizing the Department and other resources.

X. Band Councils should investigate the setting up of employee benefit programs. such as Pension Program, Annual Leave, Sick Leave, Special Leave, Compensation for overtime, etc.

Y. Each council should develop rules whereby Band employees can be assured of their jobs, so long as the employees work is satisfactory

Z. Council should organize the Band employees so that each knows who his boss is and a pay system should be developed so that those persons with more responsibility than others receive pay in relation to their responsibilities.



INTERVIEWERS

COMMENTS





SOME INTERVIEWERS COMMENTS

*The Indian People who did the field work took the time to write letters containing their individual comments as they saw them. Extracts have been taken from these comments and are printed below because it is felt they contain another dimension of the Survey.*

(i) Comments of a Northern Interviewer:

"I found that there is a great wish to have Local Government among the \_\_\_\_\_. The feeling I got was that the want was in evidence but the capability of running an efficient Government was lacking. This was expressed by many Band Members.

My personal view of Local Government for the Reserves of \_\_\_\_\_ and \_\_\_\_\_ is that we are not ready for it just now. Even if it be practical or what have you. Sure it is great to have a say in the running of one's own affairs, but a badly run Government would only fall apart and what would be left for the Indian peoples. I think if we prepared ourselves for self-government beforehand, would be the answer. This way we might not have to pay for a mistake by jumping the fence because the grass looked greener on the other side.

I fear if we were given self-government, it would end up being a dictorial or beaurocratic type of Government in time. The the concept of Government formed by the people would be gone. For this reason alone, I would say we should wait a few years."



(ii) A Southern Interviewer:

"My experiences for being on the \_\_\_\_\_ Council, some work with the Advisory Council of Indians of Alberta and the important meetings I have attended at Morley, Edmonton, Red Deer, Calgary, Jasper and some local towns which helped me a great deal. But I have also learned alot from this survey work on self-government.

At the present time, it is hard to get the meaning of self-government across to people, especially the older people. But within a few years the younger generation will be well acquainted and will want self-government, because I believe they are tired of the old ways and want something better for their families, to get into the same level and the same standard of living with other citizens."

Therefore, the future of the Indian people looks brighter to me, but they have to have a lot of help to get them started at first, so they can get on their own feet gradually."

(iii) Central Alberta Comments:

"I enjoyed doing this Survey, gained a lot of knowledge and this has brought me closer to the many problems of the Indian people. I have become very concerned because most of these problems facing the Indian people are serious and need attention."





## FINDINGS



### FINDINGS

*The total survey covered 25 Bands as shown in Appendix V. Prof. L. Richards analyzed 18. V.G. Boulton analyzed 25 and E.G. Russell 22 Bands. When the analysis were compared it was found that differences were negligible (2 to 5 one hundredth of a percent) It was therefore decided that Prof. Richards findings would be used as these findings expressed the opinion of all Bands surveyed.*

For the purpose of this Report, data from eighteen Bands in the Province has been considered. These Bands are listed in Appendix I. Data relating to the populations and samples selected are given in Appendix II.



## II. FINDINGS

### A. GENERAL KNOWLEDGE OF LOCAL GOVERNMENT

(1) Understanding of Local Government. Of the total sample interviewed 79.62% responded to questions about their knowledge and understanding of the term "Local Government". A total of 53.39% stated that they did understand the term, and 26.23% said that they did not understand the term.

Over half of the sample then, stated that they did understand the term "local Government:.". For such a population with its relatively low level of education and lack of exposure to the institution of local government (in its modern sense), we would suggest that these figures reflect a higher level of understanding than is actually the case.

*What it does suggest is the fact that a good number of the people have some idea of local government.*

*Responses to other questions also substantiate the conclusion that a good number of people on the reserves have some superficial knowledge of local government but that very few have any depth of knowledge.*

(2) Is Local Government for Reserves a Good Idea? Of those interviewed 45.06% were of the opinion that the establishment of local government on each reserve would be a good idea. 12.19% were of the opinion that it would not be good, and 6.32% said that they did not know. The remainder did not answer.

Many of those who were not in favor of local government for the reserves later stated reasons for their attitude and often this amounted to dissatisfaction with local government as they see it now in the form of the present band councils. *Given certain*





*conditions, many of those who gave negative responses may be seen to actually favor local government if certain recognized presently existing defects are removed. It is our impression then, that more than half of the respondents would favor the development of local government on the reserves.*

If we take into consideration the facts that many of those who said that they "Didn't know" or who didn't respond at all, were (a) the elderly or, (b) those who feel quite alienated from the political system, then the response to the idea of local government for the reserves would appear to be quite positive.

A number of those interviewed gave specific reasons for not wanting local government for the reserves, others suggested alternatives to local government. These are set out below:

(a) Reasons for not wanting Local Government

- i. Where the band is small, it is not practical to consider having local government.
- ii. People are not yet ready for change.
- iii. A desire to retain old ways
- iv. A felt lack of confidence in ability to manage own affairs.
- v. An expressed lack of trust in those presently in office and by implication, an inability to trust those who would be in office under a developed system of local government.
- vi. That there are insufficient capable and qualified people available either as elected representatives or as employees.
- vii. Not enough good leaders on the reserves.



- viii. Standard of education too low for effective use of local government.
- ix. Lack of knowledge about local government.
- x. Present councils have proved to be unfair and unjust in their treatment of people. (Therefore, local government is not good.)
- xi. Present councils do not understand people. (Therefore, local government is not good)
- xii. Councils provide poor service to people
- xiii. Councils have no real concern for people
- xiv. The present system gives control to the few at the expense of the majority. (Therefore, local government is not good)
- xv. Requests by people are ignored more now that Band Councils have some responsibility than they were when there was direct Branch Control.

(b) Alternatives to Local Government suggested by respondents

- i. To concentrate on obtaining Treaty Rights
- ii. Indian Affairs Branch to retain control
- iii. Indian Affairs Branch to retain control providing it acts.
- iv. A Band Manager or other professional administrator to be employed in place of a council
- v. Retain Indian Affairs Branch Indian Agent as permanent supervisor on reserve.
- vi. Indian Affairs Branch to be retained, but under Indian Control.





- vii. The Band Council to be given powers to make decisions for the people (including the decision as to whether or not to proceed with development of local government)

#### B. THE BAND COUNCIL

(1) Local Government Law. Of those interviewed 69.29% responded to the question about the desirability of specific legislation for Indian Local Government. 61.72% of the sample were in favour of specific legislation; 5.71% were against this, and 3.08% did not know; the remainder didn't answer this question.

From the replies given it can be seen that many people do favor separate legislation to provide for Indian local government. The reasons advanced for this are that it will clarify the position of the Band Council, it will enable both councillors and the people to know what are the duties and responsibilities of the council, and will provide a body of rules which will govern the administration of Band Affairs.

*The existence of such legislation appears to appeal to many because they see this as a vehicle through which the people may have some real understanding of local government matters and some control over the council.*

(2) Election of Council Members. Of those interviewed 60.03% expressed satisfaction with the present system of election; 15.12% were not satisfied; the remainder either did not know or did not respond.

*It would seem that the majority are satisfied with the present system.*



(3) Suggestions regarding the election of Band Councils

Only a small number of responses were obtained to this question.

These suggestions are listed below:

- (a) Band custom should be followed (15 in favor of this)
- (b) The size of council should be reduced (10)
- (c) The size of council should be increased (1)
- (d) There should be younger people elected (4)
- (e) More women should be elected (1)
- (f) Women should be elected "because they do a better job" (1)
- (g) Action required to prevent election of relatives (1)
- (h) The use of the secret ballot to be stressed (7)
- (i) There should be election campaigns (11)
- (j) Candidates for election to be required to put up deposits (1)
- (k) To obtain fair representation "electoral districts" should be established on the reserve (a ward system) (1)
- (l) Leave Chief and Councillors in office until people express dissatisfaction with them. No regular election (1)
- (m) Elect councillors and choose chief from among the successful candidates (1)
- (n) Chief to be elected every five years and Councillors every three years (1)
- (o) There should be separate elections for Chief and Councillors (1)
- (p) Vote only for the Councillors and then the candidate with most votes becomes Chief (6)
- (q) Chief should be elected for four years, half the number of councillors for three years, the other half for two years (1)
- (r) Election of councillors should be staggered so that there will be a continuity in the membership of council. There will then be a carry-over of experienced members (1)



(s) Qualifications should be established for candidates for office (2)

(t) An electoral officer should supervise elections (1)

(4) Frequency of elections - Eight people would like elections every year; one person wants an election every six months.

*The majority however, (46.6%) favor retention of the two-year period.* 24.53% of those interviewed were of the opinion that two years is not a sufficiently long period for those in office to learn their work and to produce results. Other periods suggested were three years, four years, and five years. A few persons (7 in all) favoured a period longer than five years.

(5) Knowledge of Councillors - Of those interviewed 65.12% stated that they had some knowledge of their Band Councillors, 17.74% had no knowledge of their Councillors, 17.14% did not answer this question.

#### C. THE BAND ADMINISTRATION

(1) Knowledge of Band Employees - Of those interviewed 28.54% stated that they had some knowledge of the duties of Band Employees, whereas, 49.84% had no knowledge of Band Employees or what they were supposed to do. The remainder did not respond to this question.

(2) Communication Between Council and People - Of those interviewed 16.6% believed that there was enough communication from the Council to the people; whereas, 62.65% were of the opinion that there was not enough communication from the Council to the people. The remainder did not answer this question.

Communication is a two-way process but again more people felt the lack of communication rather than the existence of it. 26.38% felt that the Band Council would listen to people but 40.74% felt that the Council did not listen to the people.





*From the detailed responses given it is shown very clearly that there is a great lack of communication in both directions between Councils and people.*

#### D. GENERAL INFORMATION

(1) Grants-to-Band-Councils - To ask the average person on a reserve to say what he knows about the "Grants-to-Band-Councils Program" is asking a great deal. The "Grants....." program is an important part of Indian Affairs policy in relation to Band government. To know something about this would imply a knowledge of administrative policy. This is a much deeper question than "Do you understand the term local government" or "Do you think local government is a good idea for Indian reserves." It is not surprising, therefore, that only 10.18% of those interviewed professed any knowledge of this program; whereas, 65.12% stated clearly that they knew nothing about the program, and 24.70% did not answer this question.

*It is not likely that those who did not answer could be added to those who knew nothing about the program; (ie. 65.12% plus 24.70% equals 89.82%). Thus, only 10.18% of those interviewed stated that they had some knowledge of the grants program.*

Possibly this suggests a core of people who are sufficiently concerned with local affairs to take an active interest in what is happening.

(2) Learning about Local Government - Two facts which have clearly emerged from this survey are:

- (a) *a considerable number of people have a superficial knowledge of local government*



(b) *there is a desire, on the part of many,  
to learn more about local government*

Of those interviewed 66.04% said that they (and the people on the reserve) would like to know more about local government. Only 3.85% of those interviewed were of the opinion that people were not interested in learning about local government. 30.11% of those interviewed did not answer this question.

There is, therefore, a significant desire to learn about local government.

A number of persons made suggestions as to how people on the reserves might learn about local government. The suggestions given are listed below. Not all those interviewed responded to the opportunity to put forward suggestions.

A number of people made the same or very similar suggestions, and the numbers favoring particular suggestions are given below.

#### SUGGESTED WAYS IN WHICH PEOPLE MIGHT LEARN ABOUT LOCAL GOVERNMENT

Suggestion	Numbers in favour
1. Through Band Meetings	80
2. Through a resource person	33
3. Through workshops or seminars	29
4. Through chiefs and councillors	15
5. Through a newsletter	12
6. Through instruction by Indian Affairs Branch	8
7. Through the local government advisor	7
8. Through courses	7
9. Through visits to other reserves	7



SUGGESTED WAYS IN WHICH PEOPLE MIGHT  
LEARN ABOUT LOCAL GOVERNMENT (cont'd)

Suggestion	Numbers in Favor
10. Through newspapers	5
11. Through reading material on local government	4
12. Through a series of special meetings	4
13. Through meetings with Indian Affairs Branch	2
14. Through adult education	1
15. Through formal courses in local government	1
16. Through one large special meeting	1
17. Through attending open meetings of council	1
18. Through improved communication between the people and councils	1
19. Those interested should go to Agency offices and ask	1
20. Through attendance at Indian Association meetings	1
21. Through Chiefs who should first attend a meeting of all Alberta Chiefs	1
22. Councillors should be sent on visits to other reserves and report back to the people of their own reserve	1
23. Councils should send out news to all heads of families	1

(3) Organizations on the Reserves- Those interviewed were asked what organizations (other than local government) they would like to see on the reserves. Of these, 35.8% said that they would like to see other organizations established on the reserves; 7.09% did not respond to this question.





A number of persons put forward suggestions as to the kind of organizations they would like to see set up on reserves. Many of these suggestions reflect the social, economic, or political concerns of the people, and also point to some of the present difficulties and deficiencies which exist on the reserves.

*A number of "felt needs: of people show up in their suggestions.*

The suggestions put forward are listed below:

SUGGESTIONS RE VARIOUS ORGANIZATIONS WHICH  
PEOPLE WOULD LIKE TO SEE ESTABLISHED

Organization Suggested	Numbers who favour suggestion
1. Treaty No. 7 organization	1
2. A strong political organization	1
3. An organization like the Social Credit Party	1
4. A Branch of the Indian Association	2
5. School or Education Committee	3
6. Parent-Teacher Association	1
7. A Housing Committee	2
8. A Health Committee	1
9. A.R.D.A. or P.F.R.A. activity for resource development	3
10. A Farm Committee	3
11. A Farmer's Union	2
12. Small industries	3
13. A sawmill	1
14. An organization to create employment	3



SUGGESTIONS RE VARIOUS ORGANIZATIONS WHICH  
PEOPLE WOULD LIKE TO SEE ESTABLISHED  
(Cont'd)

Organization Suggested	Numbers who favour suggestion
15. (a) Co-operatives (4) (b) Coop Stores (3) (c) Coop Buses (3)	10
16. Credit Union	1
17. Adult Education (a) General (4) (b) Vocational (driving, carpentry, (15) machinery, farming) (c) To upgrade administration (1) (d) Civics (included in (b) above -- (e) To improve living habits (1) (f) Sanitation (1) (g) Workshops for women (1)	
18. Youth Organizations (Teen clubs, Boy Scouts, Girl Guides, Children's playgrounds)	35
19. 4-H Club	3
20. Supervised camping	1
21. Recreation	19
22. Sports	19
23. Sportmen's Association	1
24. Handicrafts	1
25. Music (Instruments, choir)	1
26. Homemaker's Club	10
27. Cooking and Sewing Club	4
28. Women's Club	1
29. Garden Club	1
30. Service Clubs	1
31. FRIENDSHIP Centre on Reserve	1
32. Alcoholics Anonymous	1



SUGGESTIONS RE VARIOUS ORGANIZATIONS WHICH  
PEOPLE WOULD LIKE TO SEE ESTABLISHED (Cont'd)

Organizations Suggested	Numbers who favour suggestion
33. Police	1
34. Firefighting Training	1
35. A taxi service	1
36. To develop a park (Enoch)	2
37. More activities	3
38. Everything	1

(4) Knowledge of Other Reserves - When those interviewed were asked about their knowledge of what was happening on other reserves, only 11.88% could answer that they did know what was going on elsewhere; although another 4.32% said that they had some idea of what was happening on other reserves, but 50.61% stated that they knew nothing of what was happening elsewhere. 33.19% of those interviewed did not respond to this question.

*These figures certainly suggest a lack of knowledge of events on reserves other than the person's home reserve.*

When asked if it was important to know what was happening on other reserves, 32.27% responded that it was important, 10.95% said that it was not important to know, and 50.78% did not answer.

*It would seem, however, that a considerable number of persons do realize the importance of knowing what is happening elsewhere.*

A number of suggestions were made as to how people on one reserve can know about events on other reserves and the suggestions given are listed below:





Suggestion	Number of Persons giving this suggestion
1. Through personal visits to other reserves	46
2. Through newspapers	13
3. Through attending meetings on other reserves	10
4. Through the Band Council	7
5. Through an Indian newspaper (e.g. Kainai News)	6
6. Through a newsletter	5
7. Through an Indian radio program	5
8. Through the exchange of news and ideas between reserves	5
9. Through inter-reserve meetings	5
10. Through Band meetings	5
11. By better attendance at Band meetings	4
12. Chief and Councillors to meet with other Chiefs and Councillors	3
13. A group of persons from one reserve to visit other reserves and to report back	2
14. Through the news media	1
15. A visiting specialist in local government to report to all reserves	1
16. To receive visitors from other reserves	1
17. Through reports from councillors who visit other reserves	1
18. Each reserve to have a reporter who will gather news from other reserves	1
19. Certain Councillors to be made responsible for collecting news from other reserves	1
20. Through the Chief	1



Suggestion (Cont'd.)	Number of Persons giving this suggestion
21. A joint annual meeting of all reserves	1
22. A general meeting to discuss news from other reserves, to be held twice a year	1
23. Through meetings with the Indian Affairs Branch	1

(5) Functions Remaining for the Indian Affairs Branch - Those interviewed were asked the question "If local government is developed on the reserves, what do you see as being left for Indian Affairs to do?"

Of the total questioned, 59.72% answered and some of these stated their opinion about what would be left for Indian Affairs to do. These opinions are listed below:

Opinion	Number of Persons giving this opinion
1. Nothing left	138
2. Advisory role	121
3. Don't know	25
4. An interim role until local government fully developed	16
5. Supervisory role	9
6. To see that reserves are retained	7
7. Not much, hardly anything left	5
8. Many tasks, eg. education, medical, employment	3
9. As legal advisor	2
10. Financial role only	2
11. Only to pay out treaty money	2



Opinion (Cont'd)	Number of Persons giving this opinion
12. To supervise treaty rights	1
13. To take care of oil lands	1
14. An observer role	1
15. To develop farming	1
16. To see to the education of the younger generation	1
17. The Federal Government should decide what is left for the Branch to do.	1
18. To close all bars and stop the drinking	1

(6) Other Comments - A number of comments were made by those surveyed, many of which do not fit into the categories set out above.

*These other comments, however, appear to reflect real concerns felt by many residents on the reserves.*

There comments, therefore, are listed below:

#### GENERAL COMMENTS

1. There should be a law setting out provisions for local government on all reserves, but (and the question was raised) would the people concerned have any say in the preparation of such a law?
2. Local government should be introduced slowly.
3. The development of local government should be slowed down - events- are moving too fast for the people.
4. Indian Affairs should be introduced gradually, and at a pace suitable to each reserve.





5. Indian Affairs Branch is moving too fast on local government.
6. Flexibility is needed in the program so that each reserve is considered separately and can move at its own pace
7. Local government is a good idea, but first, the people have to understand it.
8. The people will have to be prepared for local government and this process of preparation in itself will prove beneficial.
9. The next generation will be prepared and ready for local government
10. Local government is being developed. We cannot go backwards now. There is hope for us in local government.
11. The development of local government will help communities to develop their reserves.
12. The whole way of life on the reserves could be improved if local government is developed.
13. Local government will be good for the reserves but only if people are treated equally.
14. The development of local government should wait until: (1) education is improved, and (2) training in local government is introduced.
15. There is a need to improve younger people in local government activities.
16. People do not understand or use electronics effectively. Education is needed to overcome this.
17. There is a lack of participation in elections.
18. There are some people who would be suitable for elections but they are never elected.



19. Some people work outside the reserves and they show a lack of knowledge about, and have no interest in, reserve affairs.
20. In Indian Affairs, there is too much talk and not enough action.
21. The Indian Affairs Branch does not know the people. Its staff should spend more time on the reserves.
22. There is a lack of consultation with the people by the Indian Affairs Branch.
23. There is a lack of understanding between Band Councils and the Indian Affairs Branch.
24. There is a lack of communication between Band Councils and the people.
25. There is a lack of co-operation among the people themselves.
26. There is a lack of co-operation between Council members.
27. Councils are inefficient.
28. Councils are unfair.
29. Councillors have no feeling of responsibility or accountability to the people.
30. Council members should work for the people and not only for them selves.
31. Dissatisfaction with the way councils perform their duties.
32. A mistrust of councils.
33. Councils are not to be trusted in financial matters.
34. Band Councils do not do enough work.
35. Councillors are not sober enough to be effective.
36. There is too much mis-government at present.
37. Band councils are unjust now, if local government is developed this situation would get worse.
38. There is a need for people on council who are not only educated but who have a concern for people.



39. There is a need for training for councillors.
40. Council meetings should be open to the public so that people will know what is going on.
41. People should be given a chance to speak at council meetings.
42. Councils should adopt an effective committee system.
43. More responsibility should be given to the Band Manager. There is no need for everything to go to council.
44. There is a need for trained Band Managers.
45. Indian Affairs Branch should return its staff to the reserve.
46. Band employees should be changed every year to give everyone a chance.
47. There should be a job classification system for Band Employees.
48. There should be job security for Band Employees.
49. Serious concern over education for Indians.
50. Education needs should be attended to before proceeding with plans for local government.
51. Schools should continue to be operated on the reserves.
52. There is discrimination against Indians in integrated schools.
53. There is discrimination against Indian children travelling on buses to and from school.
54. A reserve should have its own school bus with an Indian driver.
55. There is a lack of Indian aides in integrated schools.
56. There is no parent involvement in integrated schools.
57. There is a lack of communication between Indian parents and the school.
58. Considerable concern expressed over poor housing.





59. A great deal of concern expressed over lack of utilities; i.e. water, sewers, heating.
60. Concern over medical services.
61. The welfare system should be equitable (too much favoritism at present)
62. Drinking problems are the major problems needing solving.
63. A social worker is needed on a reserve.
64. Lack of communication in remote areas, telephones are needed.
65. Poor mail service.
66. In some cases there is no store within reasonable distance
67. Concern over shortage of water (at Sucker Creek)
68. Concern over poor wood supply.
69. A need for more cattle-rangers.
70. Older people are short of clothes.
71. Some concern expressed regarding the "East/West" situation on the Blackfoot Reserve.
72. Concern over securing and retaining Treaty rights. The question is -- will local government make this situation worse? Treaty rights should be well established before moving into local government programs.
73. Some of those interviewed said that they had been warned not to talk to anyone from Indian Affairs and they were afraid of losing their Treaty Rights if they did so.

#### E. SUMMARY OF FINDINGS

1. Over half of those interviewed had a general idea of what was meant by the term "local government". Very few, however, showed any deep appreciation of the term.



2. There is evidence of a significant desire to learn more about local government and to acquire some understanding of this institution.
3. The findings show that a significant number of people do favour the development of a system of local government for Alberta reserves.
4. A significant degree of dissatisfaction was expressed with regard to the present level of functioning of Band Councils, and there was evidence of a strong desire to see this improved.
5. A significant number of respondents felt that the Indian people are not yet ready for further change from the present system to a more developed system of local government.
6. There is evidence of a widespread lack of confidence on the part of the significant number of Indian people in regard to their stability to manage their own affairs.
7. A strong antipathy to control by the Indian Affairs Branch was expressed but, in addition to this, a significant lack of trust in Band Councils and their members was also expressed.
8. Concern was shown over the lack of capable and trained people to hold positions either as Councillors or as Council Employees.
9. The opinion that the general standard of education among the reserve population was too low for local government to be effective was fairly widely held.
10. It is a widely held view that too many councils fail to show real concern for people and that councils act in an unfair manner towards people.
11. A significant amount of support was expressed for the idea of a Band Manager who would be given sufficient powers and responsi-



bilities to make it unnecessary for so many matters to be placed before Council. Such a Band Manager, it was felt, should be properly trained.

12. There was significant support for the idea of separate legislation to provide for Indian Local Government.
13. Many different opinions were expressed about the method of electing council members and about the frequency of elections. The majority favor the present system of elections and also favor a two-year term of office.
14. There was some support for the idea of staggering terms of office so that there could be a continuity of experience on council.
15. Some concern is felt over the fact that a person may stand for election as Chief but may not be elected. Such a person then is unable to be elected as a Councillor. It is felt by many that it should be possible for someone who fails to win an election as Chief should be able to win election as a Councillor.
16. There is no agreement on the matter of the size of Council. Some people think that Councils should be larger, others think that they should be smaller.
17. It was suggested that better representation on Council could be obtained by adoption of a "ward system"
18. Although a significant number of people know something about their Councillors, very few have any knowledge about Council Employees or their duties.
19. There is a significant amount of evidence to show that communication between councils and people, or between people and councils, is very poor.





20. There is a significant desire to learn more about local government.
21. There is a significant desire to have a number of organized programs on the reserve. The kinds of programs suggested include general adult education, vocational training, youth organizations, programs for helping people to improve their ways of living, for economic development of reserves, for political development, and for plain recreation.
22. There is evidence to show that the people of one reserve have little knowledge of events or progress on other reserves. Many think that it is important to have such knowledge, and there is considerable interest in having some method adopted for the circulation of news of reserves.
23. A number of opinions were expressed with regard to the role of Indian Affairs Branch if local government is fully developed on the reserves. A large number of people were of the opinion that there would be nothing left for the Branch to do. Many of those who gave such an opinion were obviously influenced by their negative feelings about this Federal Government Department and their response was politically emotional rather than being based upon rational administrative reasoning. This, however, does not lessen the value of the response because politics, (although said to be the "art of the possible") is not always rational.
24. A significant number of people see an advisory role for the Indian Affairs Branch. Other roles suggested, e.g. as legal advisor or an interim role, are very similar to the advisory role in their nature.
25. There is some recognition of the fact that even when local government is fully developed, there will be some matters which should come within the scope of a higher level of government, e.g.



medicine, agriculture, education, etc.

26. A significant number of people feel that the introduction and development of local government should be slowed down. There is a feeling that events are moving too fast and that there should be time for a period of consolidation before moving on to the next stage.
27. There is recognition that not all reserves are at the same stage of development and, therefore, the development of local government should be at a pace suitable to each reserve individually. The program should be flexible to fit local needs.
28. It is recognized that there is a need to educate people for local government, that general education and specific education in local government should be given top priority. Although the need for public education for local government is seen to be important, specific training for Councillors and Band Employees is also seen to be necessary.
29. One statement made during this survey stands out in its importance; it is this -- "Local Government is being developed. We cannot go backwards now. There is hope for us in Local Government."
30. There is some recognition, on the part of a few people, that the development of local government will help communities to develop human, socio-political, and physical resources, and that it can lead to the improvement of the whole way of life on reserves.
31. There is a recognition of the fact that people do not understand, nor do they use, elections effectively, and public education is required to improve this situation.



32. There is not only a lack of communication between Councils and people, but also a lack of effective communication between the Indian Affairs Branch and the people, and between the Councils and the Branch.
33. There is a lack of co-operation between Councillors, and also between the people themselves.
34. There are strong feelings about Councils being both inefficient and unjust. It is felt that Council members do not realize their responsibility or accountability to the people.
35. There is significant feeling against the practice of sending children to schools off the reserve.
36. Education is the one aspect of concern which is continuously mentioned throughout this survey. It is obviously a major concern of the Indian people.
37. There is a significant degree of dissatisfaction over matters such as housing, heating, and water supply.
38. Social problems and the need to do something about them is a significant concern.
39. The lack of communication (mail, phone, transport) is frequently mentioned.



GRANTS TO BAND COUNCILS PROGRAM





## GRANTS TO BAND COUNCILS PROGRAM

The following question was asked during the Survey:

"What do you know about the Grants to Band Councils Program?"

A separate questionnaire was also given to Band Councils with a request that they make comments on the Grants to Band Councils Program. Only one Band Council responded to the questionnaire and the indications were that they wanted more time to learn about the program before making any specific comments about it.

The response to the question on the questionnaire also indicated a lack of knowledge of the "Grants to Band Councils Program". Only ten per cent of those interviewed, possessed any knowledge of the Program, whereas sixty-five per cent clearly stated they knew nothing about it, and the remaining twenty-five per cent chose not to answer this question. The fact that twenty-five per cent did not answer the question might also be taken to be an indication that they also knew nothing about the Program, thus making ninety per cent of the people interviewed, placed in the category of having no knowledge of this Program.

The question in the Interviewer's Guide about the "Grants to Band Councils Program," however, was much deeper than just a superficial knowledge of Local Government or a Band Council or Band Employees, and in order to answer the question intelligently, it would be necessary for the respondent to have a knowledge of both the Band administrative procedures and the Federal Government administrative procedures insofar as the Program is concerned. It would also require that people had a deeper understanding of Federal Government Policy insofar as Local Government is concerned. The results of the responses, therefore, are not surprising.



One of the conclusions which could be drawn from this response would be that future Consultations on the Grants to Band Councils Program should be done only with the Band Administrators and the Band Councils. The Band Councils would also have to be given some detailed explanations about the Grants Program before they could be requested to make any suggestions as to how the Program might be improved.

The Grants to Band Councils Program is an important part of the Department's policy on the development of Local Government. The Program, however, has a fundamental problem that is not unlike the fundamental problem which exists between the Province of Alberta and Alberta Municipalities, insofar as financial support for the Communities is concerned. For example,

*"In the Province of Alberta, and in other Provinces, Provincial authority and responsibility are constitutionally assured under the British North America Act, whereas the degree of local autonomy varies in the Provinces to the extent that the Provincial Government's have seen fit to delegate these powers to the Local Government. Alberta's present day Local Government evolved from a small beginning, but to date, this evolution has not resulted in any clear cut understanding or agreement on the financial responsibilities of the local community."*<sup>1</sup>

Band Councils in the Province of Alberta find themselves in a similar position to that of the municipalities concerning their relationship with the Federal Government under the Grants Program. The Federal Government's responsibility in the Indian Community is fairly clearly defined by statute, agreement or precedent. However,

1. V.G. Boulton - Local Government Advisor



the Band Council's responsibility for carrying out Programs, under the Grants to Band Councils Program, are not clearly defined.

Statements have been made that *Grants under the Grants to Band Councils Program are Conditional Grants*. However, the Department has failed to set out in any detail, the conditions under which the Grants are given.

*Specifically, there is no delineation of the responsibilities of the Band Council and the Department insofar as Programs under the Grants to Band Councils Program are concerned.*

While the response to the questions about the Grants to Band Councils Program were so limited that it is difficult to back up any assumptions statistically. The following quotation indicates a need to review the Grants Program:

*"That many Band Councils have taken on the responsibility for Programs in order to obtain the Administration Grant and not because they had any real desire to be responsible for the Program.*

*One Program in particular, Social Assistance, falls into this category, because it is the largest single expenditure which is available under the Grants to Band Councils Program for which an Administrative Grant can be obtained in the amount of ten per cent.*

*I believe that it can also be assumed that if another method of making Administrative Grants available to Band Councils is introduced, that many Councils will relieve themselves of the responsibility for administering the*





*Social Assistance Program. I doubt that once relieved of the responsibility, that Band Councils would wish to resume the responsibility at a later date. This trend toward making a more senior level of Government responsible for Welfare Programs is taking place in the Province also, in that Municipalities are relieving themselves of this responsibility and turning it over to the Provincial Government."* <sup>2</sup>

On the basis of the above, some recommendations concerning the Grants to Band Councils Program can be made and these are set out below for consideration.

#### RECOMMENDATIONS

##### Number 1:

*It is recommended that where Grants are considered to be Conditional Grants, that the conditions under which these Grants are given, be clearly stated for each of the Programs for which the Band is taking on responsibility. The responsibilities of both parties - Department of Indian Affairs & Northern Development and the Band Council - should be clearly set out.*

##### Number 2:

*That a system of Unconditional Grants be established - this will be similar to Grants made to Municipalities within the Province of Alberta wherein the Province makes Grants to the municipalities and the Municipalities are free to use the dollars as they see fit for the benefit of their Community.*



Number 3:

*That another system of support for the administrative function within the Community be established which is not tied to the dollars administered in the Programs for which the Band Council is responsible. It is recommended that where Conditional Grants are given, funds surplus at the end of the year will be used to reduce the requirement the following year for Conditional Grants. This recommendation is valid only if the Unconditional Grants recommended above are given.*

Number 4:

*That a system of community budgeting be developed whereby the Band would reflect to the Department or its successor, their requirements and the Department or its successor would assist them in meeting these requirements through a system of Grants both Conditional and Unconditional.*

Number 5:

*It is recommended that Band Councils also look to other sources for support for their Community Budgets beside the Federal Government and their Band Funds.*



TRAINING PROGRAM



## TRAINING

### GENERAL

*"It is the policy of the Alberta Region of the Department of Indian Affairs & Northern Development to provide every opportunity for Indian Bands in the Province of Alberta to assume responsibility for the management of their own affairs."*

*R.D. Ragan, July 15, 1969*

The above quotation has been alluded to previously, but bears repeating by reason of its implications regarding the training aspect of local government; if Indian bands are to develop the ability to administer their own affairs the training function becomes the focal point. The results of the foregoing survey provide a sound basis for assessing this policy in the light of its acceptance by Indian people, and their level of understanding of its operation. A careful check of responses to the questionnaire indicate that there is a preponderance of support for the implementation of local government by those who have at least some basic knowledge of its aims and objectives. It is also indelibly clear that there are disconcertingly few who have even a rudimentary grasp as to what local government is all about. Some responses clearly indicate a fear or distrust of a system which may upset the status quo.

It is also abundantly clear, however, that Indian people have indicated either vocally or by inudendo that there is a good deal of interest in the local government concept, but there is need for a concerted effort to provide an understanding of its aims, objectives and operation in three major areas:





1. *Understanding and leadership development at the "grass roots" level.*
2. *Training of Band Councils in the intricacies of policy and decision making.*
3. *The training of a competent band staff to carry out the policies and decisions of band councils.*

#### SITUATIONS:

Grass roots: For local government to function successfully it is essential for all three groups to advance at the same pace in order to obviate the danger of causing rifts of hostility between them. At the grass roots level a shot gun approach has been in operation with a few minor exceptions. Some Adult Educators have been carrying out worthwhile programs in general leadership training but unfortunately, in many Districts or Agencies, these efforts have been rather sporadic and tend to lose their momentum. Programs have been introduced which have brought interested persons from reserves to centres for short courses in leadership development but little in the way of follow-up has been possible although in many instances the results of such training have been very encouraging. Additionally, courses in various areas of leadership offered by the extension departments of the Universities of Alberta and Junior Colleges have been utilized to advantage, but here again, the follow-up process has been lacking.

*It becomes increasingly obvious that if local government is to be understood and successful at the grass roots level a continuous program of training must be undertaken for each reserve rather than the "one shot" approach for a limited few.*



Band Councils: To date only two Districts in the Alberta Region have recognized the importance of training Band Councils in their duties as policy setters and decision makers, by periodically providing workshops for Band Councils; here it should be noted that sample responses to the questionnaire from residents of reserves in these Districts show a more enlightened appraisal of the short-comings and strong points of local government. Where training for Band Councils has not been undertaken at the District or Agency Level, Regional office have made some progress in filling the breach by means of a mobile training unit and a task force comprised of regional office personnel. Care has been taken to consult Band Councils in advance regarding their reactions to such training and a course devised which fits as nearly as possible the needs of the particular Band as it sees them. This method of training has proved itself to date and has inspired much interest not only among Band Councils but also band members at large. It is becoming more and more apparent that by bringing "Mohammed to the Mountain" rather than the reverse process, much good will has been engendered and at the same time a more effectiving training situation created.

*Some Band Councils have voiced the opinion that the on the reserve training of councils has enhanced their credibility as councillors in the eyes of the band members.*

The All Chiefs Tour of various reserves in Alberta has proved to be a broadening experience for the chiefs of Alberta by providing an opportunity for the exchange of ideas and cross pollination. Field trips, must, however, be carefully planned and the various locals to be visited carefully selected in order that maximum benefit will result. Unfortunately, if care is not taken these outings tend to stress



the convivial nature of a social visit and while brotherhood may be strneghtened, very little in the way of a learning experience is provided.

Band Staff Training: The most recent version of the "Grants to Bands Program," blue circular #4, has provided some of the financial assistance required for Band Councils to hire employees to carry out the administrative duties necessary for the implementation of local government. Responses to questions in the questionnaire regarding the need for and duties of Band Staff Employees indicates a lack of knowledge by local residents of the reserves as to the function of band employees and their respective duties.

*Here again, except in the case of the more progressive bands, employees engaged have little understanding initially, of what their duties entail and in many instances lack the basic skills needed to carry out their duties effectively.*

Further, many Band Councils in hiring their staff show a lack of understanding of the job to be done or the qualifications required for their employees to function with any degree of effectiveness. These shortcomings are being evercome to some extent, during the training sessions with Band Councils by emphasizing the necessity of selecting employees, who have the necessary skills, to do the job, rather than basing their selection on kinship with the Chief, or the various members of Council.

During the last year a crash program has been introduced whereby band employees are offered short courses of one or two weeks duration





relevant to their duties; these are available at the introductory and advanced levels. Such sources are proving successful in acquainting employees with their duties and a general understanding as to how to perform them. Where longer courses are required for the development of specific skills, e.g. typing, bookkeeping, etc. employees can only be encouraged to attend Adult Education courses provided on the reserve or night school courses in one of the neighboring centres, if available.

*One of the more encouraging developments in this regard is that as Band Councils develop a better understanding of local government and its accompanying administrative responsibilities they are becoming more selective in the hiring of their employees.*

#### RECOMMENDATIONS:

1. *That District and Agency staffs participate more actively in the training program and assume more responsibility for the training of band employees in the skill development areas.*
2. *That District and Agency staffs assist where required in the efforts of Regional office staff in providing training on their respective reserves.*  
*Also, a good program of follow-up work be undertaken.*
3. *That there be closer communication between those working the fields of social programs and Adult Education, and that an integrated approach to programs sponsored by each be undertaken.*



4. *A task force of trainers be constituted on a volunteer basis, from Regional and District offices of employees, having specialized knowledge in certain fields, to provide instruction as part of a training course or on the job training for individuals.*
5. *That there be more emphasis by management at both the Regional and District levels of the importance of the training function.*
6. *That ways be found to give staff, at District or Agency level a clearer understanding of their roles as advisors rather than doers.*



## APPENDIX



## APPENDIX I

### List of Bands Considered in The Findings in This Report

1. Duncan's
2. Boyer River
3. Bighorn
4. O'Chiese
5. Sunchild
6. Horse Lakes
7. Louis Bull
8. Driftpile
9. Whitefish Lake
10. Alexis
11. Sucker Creek
12. Blackfoot
13. Peigan
14. Bigstone
15. Alexander
16. Little Red River
17. Enoch
18. Paul's





## APPENDIX II

### Data re Populations and Samples of Band Considered in the Findings

Code	Band	Population (on Reserve, over 16 years of age)	Sample	Sample as % of population
A.	Duncan's	13	6	46.6
B.	Boyer River	172	8	4.65
C.	Bighorn	257	12	4.7
D.	O'Chiese	120	20	16.6
E.	Sunchild	123	20	16.2
F.	Horse Lakes	38	23	60.5
G.	Louis Bull	155	22	14.2
H.	Driftpile	138	26	18.8
I.	Whitefish Lake	159	31	19.5
J.	Sucker Creek	146	32	21.9
K.	Alexis	200	38	19
L.	Blackfoot*	?	38	?
M.	Peigan	645	102	15.8
N.	Bigstone	346	45	13.0
O.	Alexander	212	71	33.4
P.	Little Red River	265	64	24.2
Q.	Enoch	163	44	26.9
R.	Paul's	226	46	20.3
TOTAL	18 Bands	3378	648	19.18

\* Incomplete figures submitted in respect of the Blackfoot Survey.



LOCAL GOVERNMENT SURVEYFIELD INTERVIEWERS

Lazarus Wesley  
MORLEY,  
Alberta

Simon Gladeau  
ROCKY MOUNTAIN HOUSE,  
Alberta

Muriel Manyheads  
GLEICHEN,  
Alberta

Cyril Muskego  
COLD LAKE,  
Alberta

George Vermilion  
FORT CHIPEWYAN,  
Alberta

Moses Cardinal  
ST. BRIDES,  
Alberta

Paul Gladue (Jr)  
WABASCA,  
Alberta

Mrs. Leona Willier  
SUCKER CREEK,  
Alberta

John Bulldog  
HIGH LEVEL,  
Alberta

Peter Bird  
DUFFIELD,  
Alberta

Hugh Crow Eagle  
BROCKET,  
Alberta

Raymond King  
CARDSTON,  
Alberta

Ray Manychiefs  
CARDSTON,  
Alberta

William St. Arnault  
HIGH LEVEL,  
Alberta

Cecil Currie  
Box 1147  
PONOKA, Alberta

Bernice Stoney  
Box 22  
HOBBEMA, Alberta

Harvey Morin  
WINTERBURN,  
Alberta



SURVEY STATISTICSALL ALBERTA

On-Reserve Population (Over 16) All Bands in Alberta -	16,981*
Number of Persons Interviewed (Over 16) All Alberta -	893
Percentage Interviewd -	5.25%

COVERED IN SURVEY

Number of Bands in Alberta -	41
Number of Bands on Which Surveys Were Carried Out -	25
Percentage of Bands Covered in the Province -	60.97%
On-Reserve Population (16 years over) of Bands Interviewed -	7,175*
Number of Persons Interviewed (16 and over) -	893
Percentage Interviewed -	12.44%

\* Population figures as of December the 31st, 1968.





APPENDIXList of Bands Surveyed - All Alberta

1. Alexander
2. Alexis
3. Bigstone (Including Calling Lake)
4. Blackfoot
5. Blood
6. Bighorn
7. Boyer River
8. Driftpile
9. Duncans
10. Enoch
11. Ermineskin
12. Horse Lakes
13. Little Red River
14. Louis Bull
15. O'Chiese
16. Paul's
17. Peigan
18. Sarcee
19. Sawridge
20. Swan River
21. Stoney
22. Sturgeon Lake
23. Sucker Creek
24. Sunchild
25. Whitefish Lake



LOCAL GOVERNMENT SURVEY - ALBERTA 1969INTERVIEWER'S GUIDEIntroductory Remarks

Today there is talk of self-government for the Indian people of Canada. Sometimes the words "community government" are used instead of the words "self-government". There is another name for the same thing; it is "local government". What is local government? First of all, government is a way of looking after the affairs of people. The Federal Government has to look after things which concern all of the people of Canada. The Provincial Government has to look after the affairs of the people in the province. A city or town council looks after the affairs of the people who live in the city or town. A city or town council is sometimes called a municipal or local government. Local government on an Indian reserve would be concerned with the affairs of the people who live on the reserve.

1. After hearing these words, do you understand what we mean when we use the words "Local Government?"
2. Can you add anything to what has been said (above) from what you know about local government?
3. Do you think that it is a good idea to have local government for each Indian Reserve?
4. If you think that it is not a good idea to have local government for reserves, could you say:
  - a. Why not?
  - b. What you would like instead?

GENERAL  
KNOWLEDGE  
OF  
LOCAL  
GOVERNMENT

5. Do you think that there should be a law which would make clear to everyone what a Band Council is, what it should do, and how it should do it?
6. Do you think that the present way of electing Band Council Members is a good way?
7. How would you like to see Band Council elected?
8. How often should there be an election to change members of the Council?
9. Do you know how many Band Councillors are on your reserve?

THE  
BAND  
COUNCIL



10. Do you know what work each of the Band employees are supposed to do?  11. Do you think that your Band Council tells you enough about what they are doing?  12. Do you feel that Band Council members listen to what you have to say?	THE BAND ADMINISTRATION
13. What do you know about the Grants to Band Councils Program?  14. Do you think that the people on the Reserves would like to know more about Local Government? If so, how can this be done?  15. What other organizations would you like to see on your Reserve?  16. Do you know what is happening on other Reserves?  a. <u>If not</u> : - Do you think it is important that you should know and how could you find out what is going on?  17. If local governments are developed on Reserves, then what do you see as being left for Indian Affairs to do?	GENERAL INFORMATION



DEPARTMENT OF INDIAN AFFAIRS  
AND NORTHERN DEVELOPMENT - ALBERTA

COMMUNITY AFFAIRS BRANCH -

- LOCAL GOVERNMENT SURVEY 1969

DATE - DAILY INTERVIEW RECORD SHEET BAND -

INTERVIEW NO.	RESPONSE	INTERVIEWER'S COMMENTS
No. - Age - Sex - Marital -		





DEPARTMENT OF INDIAN AFFAIRS  
AND NORTHERN DEVELOPMENT - ALBERTA

COMMUNITY AFFAIRS BRANCH -

- LOCAL GOVERNMENT SURVEY 1969

BAND -

CODE - C - Councillor  
BM - Band Member

Recommendation No.	Code	RECOMMENDATION









